DOCUMENT RESUME

ED 285 251 EA 019 589

AUTHOR Marshall, John D.
TITLE Better Textbooks, Better Criteria: The Role of Research in Directing Efforts for Reform.
PUB DATE 22 Apr 87
NOTE 35p.; Paper presented at the Annual Meeting of the American Educational Research Association (Washington, DC, April 20-24, 1987).
PUB TYPE Speeches/Conference Papers (150)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Curriculum Evaluation; Decision Making; *Educational Change; Educational Theories; Elementary Secondary Education; *Evaluation Criteria; State School District Relationship; *State Standards; State Surveys; *Textbook Content; Textbook Research; *Textbook Selection
IDENTIFIERS *State Level Textbook Adoption; *Texas

ABSTRACT

This analysis exemplifies Texas as 1 of 22 "adoption states" that select textbooks according to systematic state criteria and interprets this approach in relation to textbook reform efforts. Survey data of state committee members' ranking of criteria during the initial selection phase revealed that the top three criteria were organization and presentation of content, adherence to the proclamation, and pedagogical strength. The majority of respondents were unable to verbalize their understanding of the most frequently chosen criterion, though all freely discussed their use of textbook proclamations (area content guidelines and requirements). During the second selection phase, decision makers comparatively reviewed books surviving the elimination process by using "organization and presentation content" and "pedagogical strength" as major criteria. The Texas data support other research findings that publishers' presentations play an important part in reviewers' decisions. The findings presented in this paper question reform plans that would begin anywhere other than with the 22 states that have long dictated national textbook content. Research questions the efficacy of improving the skill bases of selectors under control of guidelines constructed by state boards. Reform efforts must be directed toward lay persons with actual control over content. Additionally, state boards must perceive the need to become better informed or to place selection power in the hands of professional educators. Five appendices on the Texas adoption system include lists of books to be adopted as well as content guidelines for selected years. (CJH)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

X This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

John D. Marshall

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

ED285251

BETTER TEXTBOOKS, BETTER CRITERIA: THE ROLE OF RESEARCH IN DIRECTING EFFORTS FOR REFORM

John D. Marshall
National College of Education
April 22, 1987

Paper presented at the Annual meeting of the
American Educational Research Association, Washington, D.C.

EA 019 589

BEST COPY AVAILABLE

BETTER TEXTBOOKS, BETTER CRITERIA:
THE ROLE OF RESEARCH IN DIRECTING EFFORTS FOR REFORM

The Future Predicted

"What knowledge is of most worth?" is the classic question of curriculum workers. If Finn (1986) is correct, this question is soon to be highlighted as national interest swings toward a concern for schooling's intellectual content. Following "anxiety about student achievement" and "worry about the caliber of [the] educational workforce," this emphasis on content will be the third stage in our nation's current educational reform movement. The quality of textbooks is sure to be the bandwagon upon which reformers will leap should Finn's predicted "third wave" actually crest. This focus is predictable based upon an interest in and a scholarly study of the textbook's role in American schooling that have enjoyed sustained growth throughout much of this century. The growing fervor within the schoolbook protest movement (Jenkinson, 1986) that has again made national news with recent court decisions in Tennessee and Alabama is probably a foreshadowing of events to come. We can also predict that, should the nation decide to engage in this "cultural war" on the intellectual content of schoolbooks, its army of national reformers will soon find themselves confronting an ominous foe, which Tyson-Bernstein & Woodward (1986) aptly dub "The Great Textbook Machine."

Battling "The Great Textbook Machine"

With a refreshingly light-hearted perspective, Tyson-Bernstein & Woodward provide would-be reformers with an historical overview of their prospective foe. They describe it as "maddeningly complex" and "jerry-built," meshing the gears of publishing houses, elected state and local bodies, members of the public school establishment and the scholarly community as it churns out textbooks for use in our schools. And, like so many others who have investigated the questions surrounding textbook quality, they recognize the process of *textbook selection* as the machine's centrifugal force.

Most often in public schools, textbooks are chosen by committees of teachers and subject specialists. In recent years, these committees have also included administrators and members of the community. Textbook committees operate at the building and district levels on the premise that the needs of the students are best known and most likely to be considered by local/district textbook selectors. Although sound in theory, perhaps, this premise offers little hope for those who would improve the quality of textbooks, for textbooks are a commodity, and their content is most directly affected by market forces. With all due respect to local/district textbook selectors, reformers would be advised to look, instead, as textbook publishers do, at textbook selection and adoption practices within our large, "adoption states" -- where the "real" money is spent.

> Publishers themselves, simply because of good business practice, must by necessity aim their text publishing practices toward those states with such state adoption policies. The simple fact of getting one's volume on such a list can make all the difference for a text's profitability. Thus, for instance, sales in California and Texas can account for over 20 percent of the total sales of any particular book -- a considerable percentage in the highly competitive world of elementary and secondary school book publishing and selling. Because of this, the writing, editing, promotion, and general orientation and strategy of such production is quite often aimed toward guaranteeing a place on the list of state-approved material. (Apple, 1986, p. 98)

Some 22 states screen and select textbooks for use in their schools. Although no two states conduct this process in a similar fashion, their intentions are clear; choosing books at the state level provides curriculum uniformity, quality textbooks, and cost controls (Tulley, 1985). Publishers admit that such practices exert enormous influence over their wares, and they pay special heed to "super states" like California, Texas, North Carolina, and Florida (English, 1980). If textbook quality is to become a national reform issue, reformers must look directly at textbook selection as it occurs in these "adoption states."

Selecting Texas Textbooks

Of all the adoption states, Texas presents the most prominent market force because of its unique payment plan (Kirst, 1984). Presuming that reformers might earmark the Texas system

as fertile ground for change, they would first do well to understand how the state's textbook selection and adoption system functions.

Briefly, the Texas system for procuring textbooks contains three distinct phases.[1] In the first phase, a group of 15 active Texas educators, the majority of whom are classroom teachers, receives a one-time appointment to the State Textbook Committee (STC). This committee is charged with reviewing all books submitted by publishers in each of the subject areas under consideration. Since there is a large number of subject areas (see Appendices A-E for examples) and dozens of books in each, the STC members enlist the aid of advisors with competence in each subject area. These committee members and their advisory groups spend the summer meeting with publishers[2] and reviewing and evaluating books. In September (typically), the appointed committee meets for a formal hearing, at which books are protested and defended. Members then choose the best books (usually five) in each of the subject areas under consideration. These lists are formally recommended to the Commissioner of Education.

During the second phase, books recommended by the STC are carefully screened by curriculum experts at the Texas Education Agency (TEA) as well as the Commissioner of Education. Publishers of these texts may be asked to make certain content corrections, additions, and/or deletions. (Note: For many years, the Commissioner could remove as many as three books from any list of five, but could not add books. This power was recently revoked, however.) Following this review, the Commissioner formally presents the TEA's lists of books to the State Board of Education (SBE) for adoption.

Books recommended by the Commissioner/TEA are reviewed and discussed by the State Board of Education in the final phase of Texas' textbook selection and adoption system. A round of protest hearings is scheduled for this group as well. This body may ask for content changes and may remove books from any list, so long as at least two remain in each subject area. It cannot add books to any list. A vote is taken on each book on each list. From the final adoption lists, districts and schools throughout the state select texts.

The importance of the original STC decisions in this process is evident: books which are not selected by this committee are not eligible for further consideration and eventual sale throughout the state. Textbook selection at this *initial* phase would be a likely spot for reformers to begin, despite the hierarchical structure of this process. More specifically, they might begin by asking how educators who serve on this STC select textbooks.

A Study of Texas Textbook Selection Criteria

A recent study was conducted in order to provide a better understanding of several aspects of the Texas textbook selection and adoption system (Marshall, 1986).[3] One area probed in this research was that of selection criteria; i.e., on what bases do members of the State Textbook Committee evaluate and select books.

Coded survey instruments were distributed to members of the STC who served during three different years (N=45).[4] Respondents were assured that data from these questionnaires would be used in aggregate form and that they would not be individually identified in the final report. Cumulative survey response rates exceeded seventy-five percent (N=33).

Individual survey data were transferred to aggregate form. STC members from each of the target years whose individual responses most closely reflected the modal aggregate responses of their group were then randomly selected for interviews. In all, 10 former STC members (30+% of respondents) were interviewed. Each interview was tape recorded and lasted approximately thirty minutes. The survey question asked of STC members and used as the basis for elaboration during interviews read as follows:

> Please <u>rank order</u> your use of the following criteria in evaluating books offered for adoption.
>
> (1 = most important, 2 = next most important, etc.)
>
> ___ Adherence to the proclamation
> ___ Organization and presentation of content
> ___ Pedagogical strength (the best "tool" for the job)
> ___ Professional reports, evaluations, journal reviews, etc.
> ___ Suitability to your specific students, location, etc.
> ___ Effectiveness (based on student achievement)
> ___ Other (Please specify)

On the surface, it would appear that the Texas textbook proclamations, as policy guidelines, served as the primary evaluation criterion for the STC members. These documents represented carefully worded "instructions" to publishers concerning what the state of Texas wants and does not want in its textbooks (Duke, 1985)[5]. It was assumed that these proclamations held much importance to the textbook committee -- an assumption resulting from printed information which stated, in part, that "[State Textbook Committee members] have one . . . primary checkpoint: the proclamation for each textbook series . . ." (How textbooks . . .", 1972, p. C3) as well as instructions given to the STC during its orientation meeting in Austin (Texas Education Agency, 1983). These proclamations were, and continue to be, the sole evaluative threads formally binding the multi-group decisionmaking process [6] and, as such, are important dimensions to centralized state textbook adoptions (Keith, 1981). *Adherence to the proclamation*, then, was believed to be an important criterion used by those selecting Texas textbooks.

The inclusion, at the state level, of a decision group comprised of practicing Texas educators, the fact that this group has nothing to do with the creation of the proclamation, the researcher's experience as a classroom teacher, and the available literature on textbook selection at the state level together led to the assumption that there might be additional criteria for textbook evaluation. The first of these additional criterion included in the survey question was *organization and presentation of content*. This criterion was intended to be interpreted as a measure beyond simply looking at a book's content (commonly referred to as a "flip test") and was presumed to require the judgement of a trained and practiced educator (or textbook publisher). The phrase was designed to be broad enough to include such aspects as "relevance to the curriculum," "accuracy and authenticity," "format," and/or "appearance" (Institute for Educational Development [IED], 1969). The strong findings of Courtland et al. (1983) suggesting the virtual absence of attention to state curricula in the selection of Indiana reading books prompted the expectation that respondents would understand this criterion more as a concern for

format, appearance, function, "flow," etc. than relevance to the Texas curriculum frameworks (see Guthrie, 1981).

In his reflections on the importance of the textbook, Warren (1981, p. 45) wrote that "the textbook, as an educational tool, has survived many centuries despite changes in educational philosophy, methodology, and social obligations undertaken by the American society. As a tool of instruction, it has no equal in America today." The importance of the professional tool seemed to warrant an additional evaluation criterion called *pedagogical strength (the best "tool" for the job)*. Since the early decades of this century, it has been recognized that "nearly all beginning teachers are textbook teachers" (Cubberly, 1927, p. 4). Porter (1981) found that, in the area of mathematics at least, more than half of the teachers surveyed by the National Advisory Committee on Mathematics Education said that they followed their textbooks closely. Of all the criteria used to describe how books are evaluated, this one representing "teachability" would appear to be the single one most pertinent to classroom teachers, and would lend importance to and justification for their participation in state-level textbook decisions (Kirst & Walker, 1971).

For a task as important as textbook selection, it appears that valuable print information is neither aggressively sought nor easily available (Muther, 1985a). While some professional textbook assessments do exist (e.g., *EPIE Reports*, and *Curriculum Review*), studies suggest that their use by those who select textbooks is nominal (Saliterman, 1971). Much of the information available to members of textbook committees and school administrators comes from publishers themselves (Dessauer, 1974; Hall-Quest, 1918; Ruff & Orlich, 1974). The inclusion of the criterion *professional reports, evaluations, journal reviews, etc.* was used to determine the relative importance of such information to those who chose textbooks for Texas.

Suitability to your specific students, location, etc. was selected as the fifth textbook evaluative criterion. This phrase was an attempt to incorporate what the 1969 IED study had called "relevance to needs" and "flexibility." Although centralized textbook adoption is, by intent, designed to promote some degree of curricular uniformity (Tulley, 1983), there is a

strong belief among educators in the need to individualize instruction. This ideal is all but impossible when heavy reliance is placed on a single textbook (Church & Sedlak, 1976; Schramm, 1955); nevertheless, *suitability to your specific students, location, etc.* may have been more broadly interpreted by Texas educators. The best textbooks for Texas would have to be usable in a wide variety of geographic locales with an equally wide array of learners.

Since many books are either new or completely revised for the Texas adoption schedule, knowledge of their effectiveness is virtually impossible for textbook selectors to ascertain. Nevertheless, in recent years, publishers have been expected to produce learner verification and revision (LRV) data on their textbooks. These data are supposed to provide textbook producers and consumers with a quantitative assessment of the product's effectiveness in actual classrooms and are believed, by many, to be more valuable than reports of "pilot projects." Including the criterion *effectiveness (based on student achievement)* would allow the researcher to assess the importance of such a notion in the minds of those selecting texts.

Finally, the category *other (please specify)* was included in the event that criteria such as appearance, authorship, or "readability" had been important.

Three Criteria Top the List

The three most prominent textbook evaluation criteria were, in order of importance, "organization and presentation of content," "adherence to the proclamation," and "pedagogical strength." In order to "measure" the first and last of these, textbook committee members used textbook evaluation forms of one sort or another to guide them in their work -- a method recommended to them (with sample forms provided) by the TEA during their orientation meeting. Many members constructed their own forms, however, with the help of advisors or district supervisors, or borrowed forms used for previous adoptions. In most cases, forms were general enough to be used for textbooks being evaluated in *all* subject areas.

During their interviews, former STC members had a great deal of difficulty describing what it was, exactly, that they were looking for when judging both "organization and presentation

of content" and "pedagogical strength." Probed for detail regarding the first of these, one respondent, referring to elementary social studies texts, claimed that he nixed a certain series because it "created a false impression on Texas and Houston." A second interviewee, when asked to elaborate and give examples of how he used "organization and presentation of content" as an evaluation criterion noted: "There's not a whole lot to say about that other than you look at the books and you listen to what the publishers say [and] you listen to what your advisors tell you." Remembering her evaluation of a basal reading series, a reading specialist provided one of the most clearly related examples of this criterion. She investigated content organization and presentation by asking herself questions such as "Why these five consonants *first*, or why short vowels before long vowels?"

In short, virtually all of those interviewed were unable to describe, discuss, or give pertinent examples of how they evaluated the textbooks' "organization and presentation of content." At best, a few seemed to understand the notion -- as seen in the following excerpt:

> I think one of the things that they say, in general, about textbooks is "Evaluate the organization." I felt that . . . we looked at it from the perspective of . . . the simplest concepts to the most difficult and were they presented in an interesting and appealing but sequential manner. . . . And then also the way that the concepts [themselves] were presented in the text . . . was the content correct and was it presented in a correct manner?

At worst, most, like the following gentleman, spoke largely in the abstract:

> As far as I'm concerned . . . , [organization and presentation of content] should be and must be the first thing you look for in a textbook. Each of us has a specific type of student that we're working with . . . We had to look [for] a textbook that would be able to fit the needs of every one of our students, not only at our major schools, but those other schools where the kids do not come up, or [do] not have a very high average in test taking. . . . I feel that we had a very good selection [of books] to pick from. . . . They were alike in the sense that they had all the content that was needed, but what more or less led me to choose what we did was . . . the presentation or, I guess, the sequence in which it was done.

When discussing "pedagogical strength (best "tool" for the job)," another key selection criterion, former Texas textbook selectors provided a mixed bag of responses. Asked to elaborate and/or give examples of how they went about making judgements based upon pedagogical strength,

one respondent asserted: "I think I've had enough experience . . . to come up with what I feel is the best technique for approaching [the teaching of my subject]." Another noted that he ". . . looked at the pedalogical [sic] . . . values that could very well be clarified in certain textbooks; that is, you look at a certain book and you see the technique or the content that is being used to clarify a certain concept . . ." A third woman, who had actually rated this criterion as the *most* important of those listed in the question, explained that ". . . to me, the first criteria [sic] is that [textbooks] have to be sound . . . material; that it's going to do the job. That's what I selected first."

Several teachers were able to discuss pedagogical strength more specifically. One, for example, had this to say when describing a good teaching tool:

> How well it fosters the goals I would have in teaching a certain concept. That is to say, if I wanted to teach a point of grammer, how well does the book present it and how [long pause] in case the teacher is absent or something, could the students look it over and really figure it out for themselves?

Another, a music teacher, also rated "pedagogical strength" as the most important criterion when selecting textbooks. She was quick to explain her response:

> Pedagogical strength -- I certainly was looking for music skills that the students could learn from those books. . . . Appeal to students. Whether there was a variety of song material in the books. . . . Illustrations -- whether they were attractive or appealing to students. Things along that nature . . ."

These data indicate that, although the respondents each made use of some sort of evaluation form or check sheet,and although the majority of respondents ranked "organization and presentation of content" as the most important textbook evaluation criterion, they were largely unable to verbalize their understanding of this criterion very well. More respondents, though fewer than half, were able to describe and give examples of their understanding of "pedagogical strength" which was selected as the third most important evaluation criterion by the group.

Not surprisingly, perhaps, is the fact that *all* of the interviewees were able to discuss, with examples, their use of the textbook proclamations -- the criterion cumulatively ranked as

the second most important when selecting Texas textbooks. The data suggest that most STC members carried out two types of textbook evaluations. The first entailed their comparing a relatively large number of books with the proclamation in order to identify those books which could be eliminated from further consideration. With this task accomplished, committee members would then conduct a second evaluation in which the remaining books were compared according to other criteria (e.g., "organization and presentation of content" and "pedagogical strength"). In other words, STC members first determined which were the "good" books and then determined and rank-ordered which of those were the "best." *In each of the cases studied*, educators responsible for making these initial textbook decisions identified seven or eight "good" books or series from the dozen or so offered by publishers.

As an evaluation criterion, the textbook proclamation proved most memorable to each decision group. STC members used the proclamation (which includes both the general content guidelines [Appendices A-C] and the specific subject-area content requirements [Appendices D & E]) alone or in conjunction with their textbook evaluation forms as an initial screening device. Faced with the task of selecting the best books from a relatively large number of textbooks offered, members typically read the proclamations quite literally and removed those books which did not comply. It appears that once judgements were necessary regarding whether or not books satisfied the proclamation, other criteria (e.g., pedagogical strength) became equally important. How did this initial screening work? Committee members explain.

> Member 1: I, myself, eliminated quite a few series because they did not meet the proclamation. I was very . . . conservative, that is, in following the proclamation first of all. And then looking at that group of books, you know, six or seven, that really met the proclamation. You know, you set priorities. Some didn't have . . ., I mean . . ., I didn't know they were for America . . . that type of thing.

> Member 2: [The problem with one series was that] all the way through it, it required workbooks to go with the series. [The proclamation] definitely stated that the text had to stand alone; that you couldn't require anything else . . . That was an unacceptable series for that reason. It was a tremendous series, a great series. But that made it unacceptable to me because it directly contradicted the [proclamation].

> Member 3: We built evaluation forms based on the proclamations. . . . We judged the books in all the areas of the proclamation . . . on a one-to-five scale and came up with a total number and ranked them according to that total number.
>
> Member 4: On my advisory committees, one of the things that I asked each . . . to come to a consensus [on] was, on a scale of one-to-ten, with ten being the highest . . . their assessment of how well that book . . . met the letter of the proclamation. . . . I had some rankings down . . . as low as a 2. . . . Quite frequently, those with low proclamation rankings were generally ones that I would not support *unless* the committee could give me some telling reasons why they were going to select that as one that I should vote for.

According to respondents, not all books met the proclamation, and of those which did, some met it better than others. Nevertheless, the proclamation was an important criterion for textbook selectors. The largely socio-cultural mandates each contained were only of slightly less interest to these decisionmakers than their own professional concerns related to format and "teachability." Such additional criteria became critically important in the evaluation of those texts surviving the initial proclamation purge as the intentions of the STC shifted from elimination to selection.

Using "organization and presentation of content" and "pedagogical strength" as major criteria, initial decisionmakers *comparatively* reviewed those books which survived earlier elimination. As a collection of textbooks representing a specific subject and designed for a specific grade level, texts considered in this second STC evaluation were very similar in the way their content was organized and presented and in the ease with which they could be successfully utilized in the classroom. Therefore, textbook evaluators were left with making comparative judgements about very specific aspects of these books (e.g., name recognition of the author, end-of-chapter student activities, and visual appeal of the teacher's manual). The data leave little doubt that these comparative decisions were, in many cases, influenced by members of the textbook publishing industry who pitched their books to STC members in various public and private settings (Marshall, 1987). The following excerpt is representative of the sentiment expressed by most STC members as they described how textbook publishers helped to direct these comparative textbook evaluations. In this case, a STC member recalls that publishers of one economics texts told

> How easy it's going to be . . . to teach the text. How any teacher can pick it up and teach the book with very little or no background in the subject. . . . [They] would talk about how it was organized and how it flowed; how it had one chapter per week; how each chapter was broken down into five lessons; how it addressed vocabulary. . . . The more you saw [certain publishers], the more they were able to influence your deci[illegible]n . . . I think what it did, basically, was make me look at their materials twice. If I liked [certain publishers] and saw them a lot, and they [kept] bringing back new ideas of what things to look at, then I'd go back . . . and give it a second look. It never got to a point where we [she and her textbook advisory committee] did something because we liked that publisher better than another, but they were able to encourage you to look at or see things from a different perspective.

Having made judgements based upon the differences between the "good" books, these educators then prepared rank-ordered lists of the "best" textbooks. Although the selection process was not yet complete (members still had to attend public hearings and vote on the books to be selected), the evaluation process had reached its end.

Valuing Textbook Selection Criteria

How might this information aid in an effort to battle The Great Textbook Machine? What advantage might it give to warrior-reformers who are preparing to improve textbook selection procedures in one of the "super states" such as Texas? First, these findings can be placed in the context of other research in hopes of establishing a fuller picture of how textbooks are selected at the state level.

Unfortunately, the body of related research is quite thin. Studies of state-level textbook selection and adoption are few -- an unsurprising fact, given the complexity of these systems and the taken-for-granted nature of textbooks as a whole. However, several research endeavors, namely, the investigation of Indiana's basal reading adoption (Courtland et al., 1983) and the IED study of educational materials selection (1969), have produced findings that can be triangulated with the Texas data to tell us more about textbook selection.

Farr and Tulley (1985) summarize the findings of the Courtland study as follows:

1) The most frequently mentioned influence on textbook selection was the "personal teaching style" of the selector.
2) Theoretical viewpoints regarding instructional style or current research in the field were seldom mentioned as criteria by selectors.
3) Curriculum objectives developed by selectors' districts carried little weight, because reviewers "knew what they were looking for."
4) Reviewers typically used a "flip test" to guage eye appeal.
5) Publishers' presentations were ranked high on reviewers' lists of decision factors.

The Texas data reported earlier fit comfortably within these parameters. For example, several interviewees in the Texas study struggled with the fact that their individual decisions would have direct consequences for thousands of teachers in an unimaginable number of teaching/learning circumstances throughout the state. Without any training for this global responsibility, they were left with an uncomfortable doubt about the value of their personal teaching experience as a pedagogical basis for textbook decisions, yet had little else to rely upon. For STC members whose role was broader than that of classroom teacher, this concern was less apparent -- a finding similar to that of the IED study which noted that "Similarities among respondents' perspectives on materials selection seemed to be related to their distance from the classroom" (IED, 1986, p. 304). Nevertheless, the concern on the part of the Texas classroom teachers was real.

Furthermore, those selected for STC membership are seasoned veterans (respondents' average number of years of experience was more than 18). Virtually all of them responded on the survey that they were selected for their "experience and performance as an educator as well as my professional activities." Given this remarkable pool of expertise, who would argue that making decisions based largely upon "personal teaching style" is inappropriate? As for whether or not these decisions would be similar to those made by others throughout the state, one respondent noted that "What [the state] really did was randomly select a group of teachers. So we have to assume

that [our textbook decisions] would be about like [any other randomly-selected group]." An unjustified conclusion, perhaps, but the logic would seem to be sound with respect to how any group might ultimately rely on the collective experience of its membership when selecting textbooks.

Few persons contacted for the Texas study made mention of theoretical or research-based arguments underlying their textbook decisions. Of those who did, three were district content specialists (two in reading, one in science) and one was a classroom teacher. Less than fifteen percent of the respondents listed "professional reports, evaluations, journal reviews, etc." as one of their three most important textbook evaluation criterion, suggesting that the group, as a whole, was neither using nor seeking theoretical or research-based arguments on which to base their textbook decisions. Respondents in the IED study, too, generally believed that the amounts and kinds of information they had about materials were sufficient. "Respondents . . . who said they needed more information generally did not specify what kinds of additional information they would like to have" (IED, 1969, p. 292).

Members of the Texas State Textbook Committee, like their Indiana counterparts, most definitely "knew what they were looking for." This is evidenced in several ways. First, the state of Texas provides no training for the textbook selection task. Evaluators, thus, are left with the freedom to determine their own criteria, produce their own evaluation forms, and conduct their own styles of evaluation. Again, the IED findings coincide:

> Another interesting finding from the data on selection criteria . . . is that all categories of respondents tended to speak of criteria other than cost and durability and dependability in very general terms. This may imply that individual respondents interpret criteria such as "teachability" and "relevance to the curriculum" in highly subjective ways. Or it may be . . . that many educators, confronted with the variety of new equipment and materials incorporating new methods, are not certain what criteria should be used in selecting these products other than cost and durability, and therefore must rely on their own intuitive judgement. (IED, 1969, p. 290)

Second, STC members are free to select their own advisors (who, in fact, do an enormous amount of work for the STC member) and to select them in any manner they consider appropriate.

The importance of this process of filling positions *vis a vis* "knowing what to look for" is noted in the IED study as an "indirect set of selection criteria" (p. 288). And finally, the Texas interview data confirm that interviewees tended to be more comfortable and elaborative when discussing the evaluation criterion "pedagogical strength (best "tool" for the job)" -- perhaps the most individualistic or idiosyncratic of the three they identified as most important. While most discussion about specific criteria was, overall, both general and vague (as it was in the case of the IED respondents), the comparative ease with which STC members talked of "teaching tools" suggests that their evaluative framework for such tools revolves largely around their personal understandings of the relationships between curriculum and instruction, self as teacher, and what has worked for them in the past. One consequence of this position is that textbook selectors "tend to select and use materials about which they have most knowledge; conversely, they tend to have more knowledge of those products which their school systems already own" (IED, 1969, p. 291).

Certainly, the Texas data support the Courtland et al. findings that publishers' presentations played an important part in reviewers' decisions. The way in which STC members apparently winnow a rather large collection of books down to a more manageable number of six or seven before comparatively scrutinizing the remaining texts provides the publishers of those books with a welcome opportunity to influence textbook decisions (Marshall, 1987). Here, findings from the IED research also agree. The authors discuss the importance of textbook representatives to textbook evaluators within the context of information sources. IED selection committee respondents indicated that personal sources of information were generally considered more important than nonpersonal sources (e.g., printed reports) and that textbook representatives were seen as important personal source of information.

Rethinking the Recipients of Reform

Scanning recent calls for reform provides any number of step-by-step procedures for improving textbook quality. Most include the need, first, for clear definition of criteria (Blaunstein, 1983; Farr, 1986; Finn, 1986; Armbruster, 1986), although several writers

(Muther, 1985c; Farr & Tulley, 1985) would begin by having selectors determine the *purpose* of the books to be chosen. Many recommend that revisions of this process also include a step to insure that selected texts will be aligned with existing curriculum goals and related tests (Kirst, 1984; Blaunstein, 1983). Most underscore the importance of providing adequate training, compensation and time for evaluators to carry out their task (Farr, 1986; Kirst, 1984; Blaunstein, 1983; Farr & Tulley, 1985; Muther, 1984-85), and many argue that textbook decisionmakers should be more aware of recent theory and research pertaining to curriculum and instruction (Moyer, 1985; Muther, 1985a; Armbruster, 1986). In one of the more detailed and interesting proposals to improve textbook selection, Norby (1983) proposes two sets of questions for textbook committees to pose that will not only assure the selection of better books, but offend the fewest people in the process!

The problem with this direction of reform, however, is that it rests upon the following premise: "*It is when a textbook is in the hands of a reviewer that the most important phase of the textbook evaluation process takes place*" (Farr, 1986, p. 32, author's emphasis). Farr is correct in identifying this *phase* as most important; too many writers, however, call for the reform of the *reviewer*. They neglect to acknowledge that, in the case of state-level textbook selection, the reviewer at this initial phase is frequently holding a textbook in one hand and a set of state-mandated textbook guidelines in the other. The influence that "adoption states" have over the textbook publishing industry is both infamous and well noted, and Blaunstein (1983) is not alone in his belief that "... any attempt to influence the content of textbooks must be done with the cooperation of ... large-market, centralized states" (p.11). The Texas data reported here tell us that textbook guidelines provided by the SBE have a significant impact on those educators who use them and represent one of the many "underlying forces that shape instructional materials" (Goldstein, 1978, p. 1). When we recall that Texas textbook proclamations are based upon the state's actual curriculum guidelines, we see that similar "outside" effects were found in the IED study:

> Aside from cost, the most frequently mentioned criterion was that substantive materials be selected to fit the curriculum. This fact would seem to make the curriculum a principal constraint for the selectors and users of materials as well as for materials producers. If materials are chosen to fit a predetermined curriculum, selectors are not entirely free to choose materials they consider "best" or most appropriate; teachers who use materials are similarly restricted in the materials available to them; and materials producers, who wish their products to be selected, are likely to design and produce substantive materials which correspond to the requirements of various curricula. (IED, 1969, pp. 305-306)

The point is a simple one: better prepared and informed textbook selectors at the state level will do little good unless the policies, guidelines and practices of State Boards of Education undergo similar improvements first.

Again, Texas provides a case in point. Since its inception (Patrick, 1949), the state's selection and adoption system has undergone continuous adjustments and "fine tuning" in order to insure the selection of the "best" textbooks (Marshall, 1986; Moyer, 1985; Schomburg, 1986). The state system appears to both invite and respect the input of educators (STC), content experts (TEA), and the representative body politic (SBE). It has a long history of citizen activism (Piasecki, 1982) and was recently altered to include balanced commentary from the interested populace (People for . . ., 1983). When asked whether or not the state's schools received the "best" textbooks, *95% of the STC survey respondents answered YES.* As one might expect, the Texas system of procuring textbooks is seen by Texans, at least, as "close to perfection" (Tynes, 1983).

Given the unique clout that Texas has on the production of these materials, its pivotal importance in the improvement of textbook quality is clear. Reformers who would look toward Texas as a battle front must look beyond the function of its intial decisionmakers. The pervasive impact of the Texas textbook proclamations on both the publishers who produce textbooks and the educators who initially judge them would seem their most logical focal point. Created by curriculum experts at the Texas Education Agency and refined and adopted by the State Board of Education, these proclamations are responsible in large part for assuring curriculum uniformity, textbook quality, and purchase costs. As indicated by the data presented above, members of the STC

pay remarkably close attention to these documents as they work their way through books submitted for adoption; and yet these educators have absolutely nothing to do with the creation of these state guidelines. In virtually every case, interviewees acknowledge the taken-for-granted power these proclamations exert on their best professional judgements and in most cases, STC members embraced the proclamation guidelines wholeheartedly. When asked about the weaknesses of the system, *only two* respondents noted the absence of training related to selecting textbooks and *none* mentioned any desire for additional information regarding current theory and practice. As for the issue of adequate time, more respondents who mentioned it suggested *reducing* the amount of time for their involvement rather than increasing it! It seems evident that those improvements for textbook selection suggested by recent writers would have had limited impact on these former Texas STC members.

Moyer (1985), in his discussion of science textbooks, argues that professional societies must teach school board members (along with teachers and administrators) "not only *why* science is important but *how* it works and what its limits are" (p.27). Kirst (1984) agrees. As a former California state board president, he has come to believe that board members must be trained to develop specific and discriminating criteria and learner verification systems. Although few in number, respondents in the Texas study made similar suggestions. When asked how the Texas system might be improved, several spoke to the need for tempering the board-mandated proclamations: "Seek professional input on the development of the proclamation," wrote one; "Proclamations need review by 'field' professionals before [being] approved by State Board," wrote another. A deeper issue, and one which gets at the very nature of the system's basic structure, is the fact that members of the Texas SBE can actually veto textbooks selected by STC members. One Texas STC member, suggesting ways in which the system might be improved, noted that ". . . once the selections are made by the textbook committee, the State Board should exercise good judgement in their alterations of the choices." Another was more blunt: "Have the final decision of the [textbook] committee stand." Until recently, textbook decisions made by practicing educators in the initial phase of Texas' system could be overturned at both the second and third

phases with little or no public justification. The board still maintains veto power, although it is now required to provide reasons for its decisions to reject STC choices (Moyer, 1985). Given the source and influence of the Texas textbook proclamations and the ultimate veto power of its state board, efforts to improve the skills of textbook evaluators would be misguided if not first directed toward state board members themselves.

Strategizing for Optimum Reform

> The best hope for reform [of The Great Textbook Machine] is a slowly evolving understanding of the effects of various components of the machine on the total effort . . . Finding the proper levers to pull and switches to throw will take years. (Tyson-Bernstein & Woodward, 1986, p. 44)

The research findings presented in this paper are offered for those who believe that the quality of textbook content is an issue waiting to be embraced on a large scale. The findings can be seen to indicate which levers *not* to pull and which switches *not* to throw -- at least not initially. They call into question reform plans that would begin anywhere other than with the 22 states which have, for a long time, dictated textbook content throughout this country. More specifically, these findings question the efficacy of calls for improving the knowledge and skill bases of textbook selectors who operate within state-level systems created and controlled by state board of education members who both construct textbook guidelines and exercise ultimate veto power over books selected by educators. Those who would support the refinement of evaluation criteria used by state-level textbook committees (Wenger, 1987) or their training in "skills tracing" or reviewing current research (Muther, 1985a; 1985b) miss the point. At best, a cadre of professionally adept textbook evaluators might be capable of conducting more sophisticated reviews and might be less likely to rest their decisions largely on the weight of their personal experiences. As we see from the Texas data, however, the spectre of the state's textbook proclamations looms large. Where is the wisdom in providing a state-mandated set of guidelines to an enlightened group of textbook decisionmakers who must operate within a system which allows

their decisions to be vetoed by politicians? Textbook reform efforts must be directed toward the lay persons at the state level who actually wield control over schoolbook content.

Many would agree with English (1986, p. 29) that "The adoption states are a major incubus on integrity, brilliance, originality, and variety [in textbooks]" and yet little seems to change. Major efforts undertaken by the "Florida Consortium" (Interstate Consortium . . ., 1984) may result in notable improvement, but results to that effect remain to be seen. In the meantime, until and unless state board members see the need to educate themselves and/or reconstruct their state textbook systems in order to place the power of textbook selection in the hands of professional educators, national textbook reform efforts aren't likely to reform much at all.

NOTES

1. For a much more detailed presentation of how this system unfolds, see Tynes, 1983; Seidenberger, 1953;"How textbooks . . .", 1972.

2. "[T]he state's power to regulate textbooks causes [representatives of the textbook publishing industry] to become involved in state political processes" (Thompson, 1976, p. 111). It might seem unwarranted to mention this fact except that, in earlier years, there was some debate as to whether or not textbook decisions should be made by "secret committees" unknown to publishers' representatives (Edmonson, 1931; Mellott, 1953). The proposal for secret adoptions came from a concern held by many that textbooks were as likely to be *sold to* as *selected by* those responsible for such decisions (Spalding, 1955). While publishers are included in the Texas process, great care is taken to control their activities.

3. The findings reported in this paper are taken from the author's larger study (see Marshall, 1986).

4. A detailed explanation of the rationale for selecting specific years to investigate as well as a complete copy of the survey instrument are found in Marshall, 1986.

5. It is important to note that some writers (e.g., Aarons, 1983) characterize the wording of these documents as vague. The author, having discussed the composition of Texas proclamations with members of the TEA and SBE who are responsible for their wording understands that, while they may appear vague, they are, indeed, carefully worded (see Appendices D & E for examples).

6. In addition to the decisionmaking groups (STC, TEA, & SBE), publishers and "protestors" are formally represented in the Texas textbook selection and adoption process.

APPENDIX A

BOOKS TO BE ADOPTED IN THE 1971 TEXAS ADOPTION CYCLE
AND SELECTED SPECIAL CONTENT PROVISIONS CONTAINED IN THE
PROCLAMATION OF THE STATE BOARD OF EDUCATION ADVERTISING FOR BIDS ON TEXTBOOKS NO. 47
(Texas Education Agency, 1971, March, pp. 15-16)

Elementary Subjects (all multiple listings)
Basal Reading -- Readiness, pre-primer, primer, grades 1-3
Vocal Music -- Grades 4-7
Social Studies (Geography) Programs -- Grades 1-6
Texas History and Geography -- Grade 7
Earth Science -- Grade 8

High School Subjects (all multiple listings)
English Composition III and IV
Related Mathematics II
Advanced Texas Studies
French, Level III
German, Levels I and II
Spanish, Levels III and IV
Industrial Arts: Graphic Arts, Crafts, Industrial Materials and Processes
Industrial Arts and/or Vocational Industrial Education: Woodworking
Vocational Industrial Education: Automotive Trades, Building Construction Trades
Graphic Arts Trades, Metal Trades
Driver Education and Traffic Safety
Consumer Mathematics

(*Note: This is a total of 21 different subject areas.*)

SPECIAL PROVISIONS
TEXTBOOK CONTENT - GENERAL

The content of all books called for in this Proclamation shall be in accordance with the Description of Content of Textbooks attached as Exhibit A to the Proclamation . . . [See Appendix D].

Textbooks presented for adoption that treat the subject of evolution shall carry a statement on an introductory page that any material on evolution included in the book is presented as theory rather than fact.

Textbooks presented for adoption should not include language or illustrations blatantly offensive or which would cause embarrassing situations in the classroom or cause interference in the learning atmosphere of the classroom.

APPENDIX B

BOOKS TO BE ADOPTED IN THE 1980 TEXAS ADOPTION CYCLE
AND GENERAL CONTENT GUIDELINES CONTAINED IN THE
PROCLAMATION OF THE STATE BOARD OF EDUCATION ADVERTISING FOR BIDS ON TEXTBOOKS NO. 56
(Texas Education Agency, 1980, March, pp. 35-38)

Elementary Subjects (all multiple listings)
Basal Readers Readiness through Grade 8
Basal Readers Readiness through Grade 3 Bilingual (Spanish)
Earth Science

High School Subjects (all multiple listings)
Psychology
Sociology
Business Management & Ownership
Business Communication
Business Law
V.I.E. Drafting Trades
V.I.E. Graphic Arts Trades
V.I.E. Electrical Trades

(*Note: This is a total of 26 subject areas.*)

SPECIAL PROVISIONS
TEXTBOOK CONTENT - GENERAL

1.1 The content of all textbooks . . . shall be in accordance with Description of Subject Content of Textbooks attached as Exhibit A [see Appendix E] to the Proclamation . . .

1.2 Textbook content and suggested readings which are in violation of these general content requirements and limitations shall be deleted from any adopted textbook and teacher guide prior to purchase of the textbook by the State.

1.3 Textbooks that treat the theory of evolution should identify it as only one of several explanations of the origin of humankind and avoid limiting young people in their search for meanings of their human existence.
(1) Textbooks presented for adoption which treat the subject of evolution substantively in explaining the historical origins of humankind shall be edited, if necessary, to clarify that the treatment is theoretical rather than factually verifiable. Furthermore, each textbook must carry a statement on an introductory page that any material on evolution included in the book is clearly presented as theory rather than fact.
(2) Textbooks presented for adoption which do not treat evolution substantively as an instructional topic, but make reference to evolution, indirectly or by implication, must be modified, if necessary, to ensure that the reference is clearly to be a theory and not a verified fact. These books will not need to carry a statement on the introductory page.
(3) The presentation of the theory of evolution should be done in a manner which is not detrimental to other theories of origin.

1.4 Textbooks shall contain no material of a partisan or sectarian character.

1.5 Textbook content shall promote citizenship and understanding of the free enterprise system, emphasize patriotism and respect for recognized authority, and promote respect for human rights. Textbooks adopted shall be objective in content, impartial in interpretations, and shall not include selections or works which encourage or condone civil disorder, social strife, or disregard for the law.
(1) Textbooks shall present positive aspects of America and its heritage.
(2) Textbooks shall not contain material which serves to undermind [sic] authority.
(3) Textbooks shall present balanced and factual treatment to both positions when significant political and social movements in history generate contrasting points of view.

1.6 Violence, if it appears in textbook content, shall be treated in context of cause and consequence; it shall not appear for reasons of unwholesome excitement, sensationalism, or as an excuse for relevance.
(1) In the design of textbook content the amount of violence should be minimal.

1.7 Textbooks offered for adoption shall not include blatantly offensive language or illustrations.

1.8 Textbooks, whenever possible, shall present varying life styles, shall treat divergent groups fairly, without stereotyping, and shall reflect the positive contributions of all individuals and groups to the American way of life. Illustrations and written material will avoid bias toward any particular life style, group, or individual and should present a wide range of goal choices and life styles. Particular care should be taken in the treatment of workers, and respect for all productive work.
(1) Textbooks shall provide an objective view of cultural confluence, with the information necessary for developing mutual understanding and respect among all elements of our population. Materials shall reflect an awareness that culture and language variation does exist and can be utilized to promote successful learning.
(2) The books shall present examples of men and women participating in a variety of roles and activities and shall further present the economic, political, social and cultural contributions of both men and women, past and present.
(3) Content which treats aspects of the world of work should reflect the positive contribution of all types of careers to the American economic system and way of life. People presented in the books should reflect varieties of work and should be treated without bias toward particular kinds of work.
(4) Traditional roles of men and women, boys and girls shall be included as well as those changing roles in our society.
(5) Textbook content shall not encourage life styles deviating from generally accepted standards of society.

1.10 Authors of all textbooks offered for adoption . . . should have expertise and experience which provide authoritative credibility to their work.

1.11 All textbooks offered for adoption should present up-to-date, factual information accurately and objectively without opinionated statements or biased editorial judgements by the authors.

APPENDIX C

BOOKS TO BE ADOPTED IN THE 1981 TEXAS ADOPTION CYCLE
AND GENERAL CONTENT GUIDELINES CONTAINED IN THE
PROCLAMATION OF THE STATE BOARD OF EDUCATION ADVERTISING FOR BIDS ON TEXTBOOKS NO. 57
(Texas Education Agency, 1981, March, pp. 9-12)

Elementary Subjects (all multiple listings)
Kindergarten Textbook Materials (English)
Kindergarten Textbook Materials (Spanish)
Social Studies Grades 4, 5, and 6
Art (Teacher's Material) Grades 1-3
Art (Teacher's Material) Grades 4-6

High School Subjects (all multiple listings)
Introduction to Speech Communications/Speech Grade 8
Interpersonal and Group Communication/Oral Interpretation
English Dictionaries
Spanish Levels I, II, III
Advanced Spanish
Analytic Geometry
Calculus with Analytic Geometry
Elementary Analysis
Mathematics Independent Study and Conference Courses
Probability and Statistics
Physical Science
Theatre Arts I (7-12)
Theatre Arts II
Geology
Economics
I. A. Electrical Systems
I. A. Power Systems
I. A. Architectural and Technical Drafting
I. A. General Drafting and Engineering Graphics
I. A. and/or V. I. E. General Woodworking
Homemaking

(Note: This is a total of 31 subject areas.)

CONTENT GUIDELINES
TEXTBOOK CONTENT - GENERAL

1.1 The content of all textbooks . . . shall be in accordance with Description of Subject Content of Textbooks attached as Exhibit A [see Appendix F] to the Proclamation . . .

1.2 Textbook content and suggested readings which are in violation of these general content requirements and limitations shall be deleted from any adopted textbook and teacher guide prior to purchase of the textbook by the state.

1.3 Textbooks that treat the theory of evolution should identify it as only one of several explanations of the origin of humankind and avoid limiting young people in their search for meanings of their human existence.
(1) Textbooks presented for adoption which treat the subject of evolution substantively in explaining the historical origins of humankind shall be edited, if necessary, to clarify that the treatment is theoretical rather than factually verifiable. Furthermore, each textbook must carry a statement on an introductory page that any material on evolution included in the book is clearly presented as theory rather than fact.
(2) Textbooks presented for adoption which do not treat evolution substantively as an instructional topic, but make reference to evolution, indirectly or by implication, must be modified, if necessary, to ensure that the reference is clearly to be a theory and not a verified fact. These books will not need to carry a statement on the introductory page.
(3) The presentation of the theory of evolution should be done in a manner which is not detrimental to other theories of origin.

1.4 Textbooks shall contain no material of a partisan or sectarian character.

1.5 Textbook content shall promote citizenship and understanding of the free enterprise system, emphasize patriotism and respect for recognized authority, and promote respect for human rights. Textbooks adopted shall be objective in content, impartial in interpretations, and shall not include selections or works which encourage or condone civil disorder, social strife, or disregard for the law.
(1) Textbooks shall present positive aspects of America and its heritage.
(2) Textbooks shall not contain material which serves to undermine authority.
(3) Textbooks shall present balanced and factual treatment to both positions when significant political and social movements in history generate contrasting points of view.
(4) FREE ENTERPRISE AS USED IN THIS PROCLAMATION MEANS AN ECONOMIC SYSTEM CHARACTERIZED BY PRIVATE OR CORPORATE OWNERSHIP OF CAPITAL GOODS, BY INVESTMENTS THAT ARE DETERMINED BY PRIVATE DECISION RATHER THAN BY STATE CONTROL, AND BY PRICES, PRODUCTION, AND THE DISTRIBUTION OF GOODS THAT ARE DETERMINED IN A FREE MANNER. (Acts. 1973, 63rd Legislature.)

1.6 Violence, if it appears in textbook content, shall be treated in context of cause and consequence; it shall not appear for reasons of unwholesome excitement, sensationalism, or as an excuse for relevance.
(1) In the design of textbook content the amount of violence should be minimal.

1.7 Textbooks offered for adoption shall not include blatantly offensive language or illustrations.

1.8 Textbooks offered for adoption shall not present material which would cause embarrassing situations or interference in the learning atmosphere of the classroom.

1.9 Textbooks, whenever possible, shall present varying life styles, shall treat divergent groups fairly, without stereotyping, and shall reflect the positive contributions of all individuals and groups to the American way of life. Illustrations and written material will avoid bias toward any particular life style, group, or individual and should present a wide range of goal choices and life styles. Particular care should be taken in the treatment of workers, and respect for all productive work.

(1) Textbooks shall provide an objective view of cultural confluence, with the information necessary for developing mutual understanding and respect among all elements of our population. Materials shall reflect an awareness that culture and language variation does exist and can be utilized to promote successful learning.
(2) The books shall present examples of men and women participating in a variety of roles and activities and shall further present the economic, political, social and cultural contributions of both men and women, past and present.
(3) Content which treats aspects of the world of work should reflect the positive contribution of all types of careers to the American economic system and way of life. People presented in the books should reflect varieties of work and should be treated without bias toward particular kinds of work.
(4) Traditional roles of men and women, boys and girls shall be included as well as those changing roles in our society.
(5) Textbook content shall not encourage life styles deviating from generally accepted standards of society.

1.10 Authors of all textbooks offered for adoption . . . should have expertise and experience which provide authoritative credibility to their work.

1.11 All textbooks offered for adoption should present up-to-date, factual information accurately and objectively without opinionated statements or biased editorial judgements by the authors.

1.12 Textbook content should be organized to facilitate both teaching and learning.

APPENDIX D

SOCIAL STUDIES CONTENT GUIDELINES
FROM "EXHIBIT A" OF THE 1971 TEXAS TEXTBOOK PROCLAMATION

DESCRIPTION OF TEXTBOOK CONTENT:
GENERAL AND ELEMENTARY SOCIAL STUDIES
(Texas Education Agency, 1971, May, pp. 22, 25-26)

General Statement

The textbooks offered for adoption should have the following characteristics:

1.) Authors of all textbooks offered for adoption under this Proclamation should have preparation and experience which give credence and authority to their work.
2.) All books offered for adoption must be of recent copyright, present up-to-date, factual information accurately and objectively without opinionated statements or biased editorial judgements by the authors.
3.) Content is organized to facilitate both teaching and learning.

Social Studies (Geography), Grades 1-6

1.) Textbooks to be listed for each grade 1-6 must constitute a component of a total six-grade social studies program. The total program and each grade component should be planned as a developmental sequence of world studies designed to help children
   - develop global perspectives and understandings concerning ways of life, past and present
   - learn how to learn

2.) Since only complete six-grade programs are called for, segments or portions of any one series will not be acceptable and therefore must not be listed.

3.) Content for the five programs to be listed should meet these criteria:

   a. The content or knowledge objectives of the total program and each grade or level should be planned within the framework of basic ideas or concepts drawn from the social science disciplines including geography, history, political science, economics, sociology, anthropology and philosophy. (See Texas Education Agency publication, Framework for the Social Studies, Grades K-12.)

   b. Content of each series should be
      - interdisciplinary in nature
      - planned so that it is sequential and cumulative rather than repetitive in cycles
      - significant and transferable so as to be useful in a variety of new situations and relationships as the pupil advances from one level to the next.

   c. As a part of this sequence of world studies, content for the programs should provide opportunity for pupils to encounter and learn about various aspects of the American heritage, especially the multicultural nature of the society and its history.

3. The program should provide opportunity for children to learn and apply

   a. skills and processes of inquiry, of concept formation, and of valuing

   b. values that lead to skill in human relationships and effective citizenship.

4. Illustrative materials included in the texts at each level should be informative, closely related to the content and concepts to be developed, and placed where their use will be most convenient.

5. In addition to pupil texts, a teaching guide must be provided for each grade 1-6 which is designed to assist teachers by

   a. providing essential background information needed to teach specific instructional units

   b. suggesting a variety of meaningful activities, experiences and strategies for
      - teaching skills and processes of inquiry, valuing, and concept formation
      - teaching values that lead to skill in human relationships and effective citizenship
      - adapting instruction to provide for pupils performing at different levels of maturity and ability.

APPENDIX E

BASAL READING CONTENT GUIDELINES
FROM "EXHIBIT A" OF THE 1980 TEXAS TEXTBOOK PROCLAMATION

DESCRIPTION OF CONTENT OF TEXTBOOKS
BASAL READING: READINESS, PRE-PRIMER, PRIMER, GRADES 1-8
(Texas Education Agency, 1980, March, pp. 49-50)

Basal readers form the foundation for reading instruction and should provide a structured program consisting of a sequence of reading skills and appropriate selections or contexts in which these skills are introduced, taught, practiced, reinforced, and refined. They should exhibit the following:

-- Basal readers should establish a scope and sequence of skills and concept development tasks compatible with [the state's existing curricular frameworks in elementary and secondary reading and language arts].

-- The basal readers should be textbooks for reading instruction, not subject matter books or reference books. However, the books should include content from Grade 1-8 curriculum areas, such as literature, social studies, science, mathematics, and fine arts because reading comprehension of such content is emphasized in these grades.

-- The readability, determined by factors such as vocabulary, structure, length of sentences, organization of material, and size of type, should be appropriately more difficult at each successive grade or level and should be designed for that grade.

-- The books should be attractive and the content interesting and appropriate to students assigned to that grade level. Vocabulary words, sentence structures, or other generalizations that do not conform to the developmental scheme and that will cause the students problems in recognition should be treated in the supportive teaching materials.

-- The books selected should be well written and carefully edited. Stories and poems included in the books should have literary merit; that is, they should have value in developing appreciation of literature for students in Grades 1-8. Other content should have value as examples of well-organized prose.

Each book and its accompanying teacher's manual should contain all the materials necessary for reading instruction at that level, i.e., it should not require additional materials to be complete.

Each book should be accompanied by a teacher's edition or manual giving information as to the book's purpose and design for reading instruction and suggesting instructional approaches.

REFERENCES

Aarons, S. (1983). *Compelling belief: The culture of American schooling.* Paper presented at the Annual Meeting of the American Education Research Association (Montreal, Canada, April 11). (ERIC Document Reproduction Service No. ED 231 712)

Apple, M. W. (1986). *Teachers and texts.* New York: Routledge & Kegan Paul.

Armbruster, B. B. (1986). Do textbooks encourage reading? In C. B. Cody (Ed.), *A policymaker's guide to textbook selection* (p. 24). Alexandria, VA: National Association of State Boards of Education.

Blaunstein, P. (1983). An overview of state textbook selection procedures. In R. L. Brunelle, and others, *How can we improve both the quality of textbooks and the process for selecting them?* (pp. 10-15). Discussion group papers presented at the National Forum on Excellence in Education (Indianapolis, IN, December 6-8). (ERIC Document Reproduction Service No. ED 247 000)

Church, R. L., & Sedlack, M. W. (1976). *Education and the United States.* New York: Free Press.

Courtland, M. C., Farr, R., Harris, P., Tarr, J. R., & Treece, L. (1983). *A case study of the Indiana reading textbook adoption process.* Bloomington, IN: Indiana University.

Cubberly, E. P. (1927). *The school textbook problem.* Boston: Houghton Mifflin.

Dessauer, J. P. (1974). *Book publishing.* New York: R. R. Bowker.

Duke, C. R. (1985). *A look at current state-wide text adoption procedures.* Paper presented at the Annual Meeting of the National Council of Teachers of English Spring Conference (4th, Houston, TX, Marsh 28-30). (ERIC Document Reproduction Service No. ED 254 864)

Edmonson, J. B. (1931). The ethics of marketing and selecting textbooks. In G. M. Whipple (Ed.), *Thirtieth yearbook of the National Society for the Study of Education, part II: The textbook in American education* (pp. 199-220). Bloomington, IL: Public School Publishing.

English, R. (1980). The politics of textbook adoption. *Phi Delta Kappan, 62,* 275-278.

English, R. (1986). Can textbooks have integrity in the face of political pressures? In C. B. Cody (Ed.), *A policymaker's guide to textbook selection* (pp. 29-31). Alexandria, VA: National Association of State Boards of Education.

Farr, R. (1986). Do our textbook selection processes work? Recommendations for improving textbook adoption. In C. B. Cody (Ed.), *A policymaker's guide to textbook selection* (pp. 31-32). Alexandria, VA: National Association of State Boards of Education.

Farr, R. & Tulley, M. A. (1985). Do adoption committees perpetuate mediocre textbooks? *Phi Delta Kappan, 66*, 467-471.

Finn, C. E., Jr. (1986). The textbook, the curriculum, and the culture. In C. B. Cody (Ed.), *A policymaker's guide to textbook selection* (pp. 33-35.). Alexandria, VA: National Association of State Boards of Education.

Goldstein, P. (1978). *Changing the American schoolbook.* Lexington, MA: Heath.

Guthrie, J. T. (1981). Forms and functions of textbooks. *Journal of Reading, 24,* 554-556.

Hall-Quest, A. L. (1918). *The textbook: How to use and judge it.* New York: Macmillan.

How textbooks are adopted. (1972). *Texas Outlook, 56*(11), C2; C3.

Interstate Consortium on Instructional Materials. (1984). A national conference for educators, policymakers, and publishers. Tallahassee, FL, March 19 & 20.

Institute for Educational Development. (1969). *The selection of educational materials in the United States.* New York: Author. (ERIC Document Reproduction Service No. ED 044 030)

Jenkinson, E. B. (1986). *The schoolbook protest movement.* Bloomington, IN: Phi Delta Kappa Educational Foundation.

Keith, S. (1981, April). *Politics of textbook selection.* (Project Report No. 81-A7). Stanford, CA: School of Education, Stanford University, Institute for Research on Educational Finance and Governance.

Kirst, M. W. (1984). Choosing textbooks: Reflections of a state board president. *American Educator, 8*(2), 18-23.

Kirst, M. W., & Walker, D. F. (1971). An analysis of curriculum policy-making. *Review of Educational Research, 41,* 479-509.

Marshall, J. D. (1986). *The politics of curriculum decisions manifested through the selection and adoption of textbooks for Texas.* (ERIC Document Reproduction Service No. ED 270 900)

Marshall, J. D. (1987). *Influencing textbook decisionmaking: The way it was in Texas.* Manuscript submitted for publication.

Mellott, M. E. (1953). *A study of reactions concerning certain practices in the selling of textbooks to public schools in the United States.* Unpublished doctoral dissertation, Temple University.

Moyer, W. A. (1985). How Texas rewrote your textbooks. *Science Teacher, 52*(1), 22-27.

Muther, C. (1984-85). How to evaluate a basal textbook: The skills trace. *Educational Leadership, 42*(4), 79-80.

Muther, C. (1985a). Reviewing research when choosing materials. *Educational Leadership, 42*(5), 86-87.

Muther, C. (1985b). Alternatives to piloting textbooks. *Educational Leadership, 42* (6),79-83.

Muther, C. (1985c). What every textbook evaluator should know. *Educational Leadership, 42*(7), 4-8.

Norby, J. R. (1983). *What to do till the book salesmen come, or making basal reader adoptions work.* Paper presented at the Annual Meeting of the Far West Regional Conference of the International Reading Association (9th, Spokane/Seattle, WA, March 17-19). (ERIC Document Reproduction Service No. ED 236 550)

Patrick, M. E. (1949). *The selection and adoption of textbooks: Texas -- a case study.* Unpublished doctoral dissertation, Stanford University.

People for the American Way. (1983). *As Texas goes, so goes the nation: A report on textbook selection in Texas.* Washington, DC: Author.

Piasecki, F. E. (1982). *Norma and Mel Gabler: The development and causes of their involvement concerning the curricular appropriateness of school textbook content.* Unpublished doctoral dissertation, North Texas State University.

Porter, A. C. (1981). Elementary mathematics textbooks. In J. Y. Cole & T. G. Sticht (Eds.), *The textbook in American society* (pp. 19-20). Washington, DC: Library of Congress.

Ruff, T. P., & Orlich, D. C. (1974). How do elementary school principals learn about curriculum innovation? *Elementary School Journal, 74,* 389-392.

Saliterman, G. J. (1971). *The politics of decision-making in an incompletely bureaucratized organization: A study of textbook selection in public school systems.* Unpublished doctoral dissertation, The American University.

Schomburg, C. E. (1986). Texas and social studies texts. *Social Education, 50*(1), 58-60.

Schramm, W. (1955). The publishing process. In L. J. Cronbach (Ed.), *Text materials in modern education* (pp. 129-165). Urbana, IL: University of Illinois Press.

Seidenberger, C. J. (1953). *A study of the adoption, purchase, and distribution of public school textbooks in the various states of the United States.* Unpublished master's thesis, The University Of Texas at Austin.

Spalding, W. B. (1955). The selection and distribution of printed materials. In L. J. Cronbach (Ed.), *Text materials in modern education* (pp. 16-187). Urbana, IL: University of Illinois Press.

Texas Education Agency. (1971, March). *Agenda, State Board of Education.* Austin, TX: Author.

Texas Education Agency. (1980, March). *Agenda, State Board of Education.* Austin, TX: Author.

Texas Education Agency. (1981, March). *Agenda, State Board of Education.* Austin, TX: Author.

Texas Education Agency. (1983). *Report of the State Textbook Committee.* Austin, TX: Author.

Thompson, J. T. (1976). *Policymaking in American public education.* Englewood Cliffs, NJ: Prentice-Hall.

Tulley, M. A. (1983). *A descriptive study of the intent of state level textbook adoption.* (ERIC Document Reproduction Service No. ED 245 256)

Tulley, M. A. (1985). A descriptive study of the state-level textbook adoption processes. *Educational Evaluation and Policy Analysis, 7,* 289-308.

Tynes, L. (1983). Texas textbook adoption process. In R. L. Brunelle and others, *How can we improve both the quality of textbooks and the process for selecting them?* (pp. 16-18). Discussion group papers presented at the National Forum on Excellence in Education (Indianapolis, IN, December 6-8). (ERIC Document Reproduction Service No. ED 247 000)

Tyson-Bernstein, H., & Woodward, A. (1986). The great textbook machine and prospects for reform. *Social Education, 50*(1), 41-45.

Warren, C. C. (1981). Adopting textbooks. In J. Y. Cole & T. G. Sticht (Eds.), *The textbook in American society* (pp. 43-45). Washington, DC: Library of Congress.

Wenger, D. A. (1987). *How do professionals use textbook selection instruments?* Manuscript submitted for publication.